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REPORT
ON
FRIENDSHIP INTERNATIONAL AIRPORT

SPECIAL STUDY COMMISSION
STATE OF MARYLAND

March 1962

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J. MILLARD TAWES

GOVERNOR

SPECIAL STUDY COMMISSION

ON

FRIENDSHIP INTERNATIONAL AIRPORT

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Charles B. Allen
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The Honorable J. Millard Tawes
Governor of Maryland
Annapolis, Maryland

Dear Governor Tawes,

In accordance with your request, the Special Survey Commission on Friendship International Airport has completed its studies and submits its Report to you herewith.

It is to be noted that the request from The Legislative Council desired that this study be completed and submitted prior to the convening of the General Assembly last month. Due to the tremendous work load of all the members of the Commission, this was an impossibility; however, the only legislative action recommended by the Commission was accomplished by one of the Commission Members during the General Assembly of the Legislature.

The Commission also wishes to call to your attention that during the course of its studies, several of the recommendations contained in this Report have been initiated and we are hopeful that they will be beneficial to the City of Baltimore and the State of Maryland.

The Commission appreciates the opportunity to be of service to you and the State of Maryland.

Very truly yours,

SPECIAL SURVEY COMMISSION
ON FRIENDSHIP INTERNATIONAL
AIRPORT

Charles B. Allen

Charles B. Allen
Chairman

This report has been prepared by the Special Study Commission named by the Governor on November 9, 1961, in accordance with the suggestion of the Legislative Council of the State of Maryland addressed to the Governor. This Commission met for the first time at Friendship Airport on November 30, 1961, in the Aviation Department's Board Room and has since had several other meetings in Baltimore and Annapolis.

THE PROBLEM

The problem as set forth in the Legislative Council's letter is stated as follows:

"Friendship Airport will soon be faced with the competition of Chantilly Airport in nearby Virginia, and that every effort should be made to improve and maintain first-class facilities and equipment at Friendship Airport. The Legislative Council recommended that you appoint a special commission to study possibilities for improving the equipment and facilities at Friendship Airport in order to meet the competition from Chantilly Airport. It was stressed in the Legislative Council's consideration of this problem that the need is for capital improvements, since the operating expenses seem to be in satisfactory balance under the City of Baltimore."

The basic problem which has been referred to the Friendship Study Commission involves the question as to what might be done by the State of Maryland to assist the City of Baltimore in the proper development of air carrier service at Friendship International Airport. The charge to the Commission stressed the

possible need for improving the equipment and facilities at Friendship Airport and for financial assistance through participation in the cost of capital improvements. The Commission has in its deliberations considered all basic aspects of the question concerning the use of the facilities presently available at Friendship Airport. The question with regard to competition from the Washington International Airport to be completed by the Federal Government in the Fall of this year has been given serious consideration.

Background and History

Friendship International Airport was conceived as a major airport facility capable of fulfilling the aviation needs of the Baltimore Metropolitan Area, as well as the Washington Area needs not filled by Washington National Airport. The basic planning for this facility was accomplished during the fall of 1945 and the first half of 1946. The planning and design concept for the airport has proved to be exceptional and actually included many innovations which have become basic standards for modern airports. The fact that, ten years after its completion, Friendship was one of the few municipal airports in the country able to accept jet air carriers substantiates this claim.

Upon the advent of the jet air carrier age, the only air carrier airport in the Baltimore-Washington Complex which was capable of accepting jet traffic was Friendship International Airport. The Washington National Airport, incapable of accepting jet carrier traffic, has for years been a major hub for air traffic and has

been receiving a large share of Baltimore traffic due to the inadequacy of service to Baltimore through Friendship. This situation had become so flagrant that, based upon actions by certain groups interested in air carrier service to the City of Baltimore, the Civil Aeronautics Board heard the initial case of Inadequacy of Service and as a result in 1960 ordered the airlines to render better service to the City of Baltimore.

For many years the Federal Government has recognized the eventual need for an airport to supplement Washington National Airport which, while over-saturated with traffic to the point of jeopardizing public safety, is not feasible for further development to jet air carrier airport standards. For many years the Civil Aeronautics Administration, now the Federal Aviation Agency, had proposed the development of a site known as Burke Airport Site in Virginia located southwest of Washington National Airport. In 1957 the Congress of the United States authorized the development of a new airport to serve the Nation's Capital at a location to be determined by the President. The White House had a site selection study prepared, and, based upon this study, the development of the site designated as Chantilly was begun and completion and activation is anticipated during the Fall of this year, 1962.

In the meantime, jet air carrier service was initiated by the airlines, and since the physical facilities at Washington National were not able to accept this traffic, the airlines have utilized Friendship International Airport to serve the Baltimore-Washington Area. This situation has contributed substantially to the

increases in air traffic operations at Friendship which is indicated by the following table:

<u>Year</u>	<u>Passengers</u>
1959	540, 683
1960	746, 690
1961	1, 136, 000

Similarly the scheduled passenger flights in and out of Friendship have greatly increased.

During 1961 the Airport covered its operating expenses, its maintenance charges, interest on Friendship's outstanding City obligations, and provided a balance of over \$300,000 available for depreciation or amortization of debt although this amount was by law returned to the City Treasurer.

A complete review of all the many varied factors which make up the background of the problem strongly indicates that the entire question resolves itself around the fact that estimated traffic at some time in the future will create the necessity for three airports to serve the Baltimore-Washington Complex. These three airports are Friendship International, Washington National, and the new one being completed at Chantilly and designated as Washington International Airport.

The Baltimore City Airport Board has fostered and catered to the air carriers during the development of air traffic at Friendship. The demands for new and improved facilities are ever present, and the decision as to what to do is most

difficult. On the one hand, capital improvements to satisfy airline requirements are a must; but it is realized that such improvements might not be fully utilized if the majority of the jet air carrier service is transferred to Washington International Airport.

PRESENT CONDITIONS

In the review and analysis of the problem which the aviation development of Friendship is currently facing, there are several basic elements which must be placed in proper perspective .

It is apparent that a large percentage of the recent increase in traffic volumes at Friendship is due to the fact that all jet air carrier service for the Baltimore-Washington Complex is channeled through Friendship. A cursory study of this traffic volume would indicate that the Baltimore Area is generating a considerably greater percentage of this traffic than was originally contemplated by the Civil Aeronautics Board and the airlines. Present conditions would indicate that the Baltimore Area and that section of Washington and its eastern suburbs best served by Friendship could further increase the percentage of traffic using Friendship if current air line schedules were improved, since a large number of passengers from these areas must still plan their flights to and from Washington National Airport.

At the present time Friendship is serving the Baltimore Metropolitan Area for local and-intermediate flights and is serving the entire Baltimore-Washington area insofar as all jet carrier service is concerned. Washington National Airport

continues to serve the Washington Area insofar as local and intermediate flights are concerned.

The Commission has been informed that most of the airlines have advised the City, through their representatives, that they are satisfied with the operations at Friendship serving the Washington Area.

This fact creates some doubt as to the ultimate desires and disposition of the air carrier service distribution between the airports serving the Baltimore-Washington Complex.

The basic considerations which have been discussed by the Commission are briefly set forth as follows:

Capital Improvement Program

The Baltimore City Airport Board has been constantly developing additional facilities under a continuing Capital Improvement Program. This program of expansion during the past several years has been basically designed to meet the needs of the jet air carrier service currently provided at Friendship. In accomplishing this program, the Airport Board expended \$1,101,000 in 1960, and \$2,129,000 in 1961, and it expects to have available a sum totalling about \$1,592,000 during 1962. These sums include approved and estimated grants from the Federal Aviation Agency for certain expansion and improvements that qualify for financial assistance.

Recent Capital Improvements at Friendship include: an international section just opened, additional parking for automobiles and buses, and additional gate positions

still under construction. With the development of these facilities, Friendship now has additional counter space and VIP waiting rooms in the international section, and additional counter space and baggage chutes for two additional domestic airlines in Wing "C".

For future programs, Baltimore City through an Enabling Act passed by the General Assembly in 1961, will place before the voters at the general election in November of 1962, a proposed loan totalling \$5,000,000. This sum, when approved according to the Airport Board, will make available "sufficient funds . . . for airport construction to satisfy the needs presently foreseen in 1963 and 1964 and perhaps longer".

It is understood by the Commission that the City of Baltimore some time ago discussed with the State Aviation Commission and the Board of Public Works the possibility of State financial aid for capital projects and was advised of the availability of funds in accordance with the policies of the State Aviation Commission requiring repayment from operating income. The Board of Public Works gave the City considerable financial relief by deferring a debt of the City in the amount of about \$650,000 in connection with land acquisition. The City was able to use an amount equivalent to this deferred debt for current capital improvements.

Based on the foregoing considerations relative to capital finances, it is the belief of the City Airport Board, as stated to the Committee, that the continuation of the current Capital Improvement Program at Friendship would not cease if State funds

were not contributed at this time.

Accessibility

The large increase in traffic presently experienced at Friendship has highlighted the need for adequate highway access from the area served by the airport. Present conditions indicate the need for early completion of certain segments of the primary highway system presently planned and programmed. Specifically, the completion of the section of the Washington Beltway between the Baltimore-Washington Parkway and Silver Spring; the Baltimore County Beltway between Towson and U. S. 40 West; the interchange between State Routes 3 and 176. These improvements and others between the airport access road and the Baltimore-Washington Parkway will improve highway access to Friendship and reduce travel time to and from the Airport.

It should be noted that travel time in the case of Friendship is planeside, whereas highway travel in the case of Washington International will only be to the Terminal where mobile lounges must be boarded for transportation to planeside.

The continuation and expansion of the trail blazers to the airport are deemed advisable.

Airport Capacity

Notwithstanding the large increase in all types of aviation activity experienced during recent years, the airport capacity has not been reached and Friendship is capable of safely handling greater air traffic demands than at the present time. Should continued increased capacity be required, an additional parallel runway will be

needed. Similarly, additional terminal apron gate positions and certain building additions will also be required. Fortunately, the basic design of Friendship anticipates the feasibility of such expansion.

With the status of airport capacity as it is, airline passenger services as afforded at Friendship are considered safe, efficient, and well above the average experienced at other major terminals through the country.

Terminal Building

The Terminal Building with its expanded capacity has been adequately serving air travelers.

Friendship, as the air gateway to Baltimore, and, for many, to our Nation's Capital, could and should make an inviting impression on its many visitors. This is all the more important when we recognize that it soon must compete with Washington International Airport.

Under the present Airport Board, improvements have been made and the Commission has been assured by the Chairman that additional changes are in process to further improve certain areas, and negotiations are under way with the concessionaires for improvements in their operations.

While parking areas serving the public immediately adjacent to the Terminal Building have been crowded, the Airport Board has recognized this condition and provided expanded facilities as indicated in the paragraph on Capital Improvements. It is understood that further parking facilities are contemplated in the near future.

FUTURE CONDITIONS

The prime function of the Commission is to give consideration to conditions and circumstances as might be expected to develop as a result of the activation in the near future of the new airport at Chantilly, Virginia. This presents a very complex problem at best, and the Commission has looked upon it as one of vital concern to the entire State of Maryland. A brief discussion of the various considerations is presented herewith as a prelude to the recommendations submitted with this report.

State Interest

While Friendship International Airport is owned and operated by the City of Baltimore, it is of vital importance to the State of Maryland. Assistance by the State consistent with established policy and law is entirely justified, in the opinion of the Commission.

Thought was given to State ownership of this major transportation facility; but State ownership is not suggested, nor recommended, by this Commission.

Area Served

The core of the area served by Friendship at the present time is that known as the Baltimore Metropolitan Area. In addition, the airport also serves in general a large segment of the entire State including the Southern Maryland area, the Mid-Eastern Shore area, the Central Area, and the lower Northeast section of the State. Further, the airport serves portions of lower Pennsylvania, sections of

the District of Columbia, and certain areas of Delaware and Virginia. Specifically, for jet travel, it serves the entire sprawling Baltimore-Washington Complex.

Friendship is truly a major center for air passenger service!

Baltimore-Washington Complex

In consideration of the future air traffic service to Baltimore through Friendship, no review of the problem could be fruitful without giving full cognizance to the entire Baltimore-Washington Complex. In appraising this over-all complex, certain important elements have come to the attention of the Commission. These are set forth below:

A. For the immediate future there will be three airports serving commercial air traffic in the region, namely . . . Friendship, Washington National, and Washington International.

B. From a population point of view, Friendship is located in such a position to best serve by far the majority of the residents of the entire area.

C. Accessibility, particularly during peak traffic hours, to Friendship is and will remain, in the opinion of the Commission, such as to favor Friendship for the majority of even the Washington Metropolitan Area jet air carrier passengers.

D. Estimated traffic which served as a basis for development of Washington International Airport by the Federal Government, indicated a total enplaned passenger volume of 8,834,000 passengers for the Baltimore-Washington Complex by 1975. In order to operate the three airports with financial success, and

maximum efficiency and convenience to the public, it is the opinion of the Commission that a realistic and reasonable pattern for air carrier development in the Baltimore and Washington Areas must be initiated.

E. The air space requirements for the Baltimore-Washington Complex are critical and will become even more so in the immediate future. In addition to the air space problems of the three air carrier airports, the condition is further aggravated by the location of Andrews Air Force Base and other military airport facilities close by.

F. The air space problem further indicates the immediate need for basic planning and programming of traffic serving the Baltimore and Washington Areas for the present, as well as for the future, in order to establish a pattern which will permit the proper future development in a safe and efficient manner. The safety aspect of air carrier operations is all-important and cannot be overlooked in any sensible evaluation of the public's needs for air service.

G. In the development of the future air service to the Baltimore and Washington Areas, the economics of air travel must be given full consideration. These economics involve the length of air carrier route structure, the time of travel, the service rendered, and the economy of airport operations.

H. Planning and programming for the air carrier service development must take into consideration the two basic markets involved. The Washington Market is of a singular nature being the center of the nation's governmental activity; whereas, the Baltimore market represents the larger volume of population and is also the

industrial center of the whole Baltimore-Washington Complex.

Future Air Service to Baltimore

Discussion concerning the future of commercial air carrier service to Baltimore through Friendship International Airport has brought into focus many problems, paramount of which is the effect the opening of the new Washington International Airport will have upon the service presently enjoyed at Friendship.

It is the apparent obvious intention of the Federal Aviation Agency, the operators of Washington International Airport, to force the airlines to serve the entire Washington Area through this facility. This fact is clearly indicated by the position the FAA has taken in connection with the recent authorization by the Civil Aeronautics Board for Braniff Airways, Inc., to serve the Nation's Capital through Friendship. The FAA has said in effect that Braniff may use Friendship on a temporary basis until Washington International is activated; then, it must remove its operations to Washington International. It is understood that a similar ruling is in the offing for an application by Eastern Airlines, Inc. This is but one of many recent indications that the Federal Agencies involved intend to siphon as much traffic as possible from Friendship in an effort to justify the excessively costly program at Washington International.

The main issue insofar as the Commission is concerned is the extent to which the various Federal Agencies will go to impair air carrier service into Friendship. It is the opinion of the Commission that any successful effort in retaining

a fair share of the air traffic at Friendship will be based upon a positive realistic program. This program must clearly indicate the aviation needs of the Friendship Area; and Friendship's ability, through its very favorable location, to serve this area much more effectively than the Washington International Airport.

It is the opinion of the Commission that the following basic criteria must be fulfilled:

A. Adequate service must be provided to serve the normal traffic generated by the Baltimore Area. Regardless of any past efforts, the fact remains that the air carrier service in Baltimore is still substandard, and the airlines have not completely fulfilled their responsibility for adequate service to the Baltimore market.

B. A logical division of the long range or jet carrier service as between Friendship and Washington International for service to both the Baltimore and Washington markets should be made immediately. Since, in the opinion of the Commission, Friendship is capable of serving the entire Complex as well as, if not better than, Washington International, the division of this traffic should be based on passenger service, the economics of airline and airport operation, airline route logistics and, most important, the safety aspect of the operation not only now, but in the future.

OTHER ASPECTS

A great deal has been said about the political aspects of the problem. The

Commission is well aware of the implications in this regard and is cognizant that the pressures which have undoubtedly been applied and will be applied to all parties, particularly the airlines, are great. Every effort is being made by the City and civic organizations to inform all individuals at the various levels of government as to the position the City of Baltimore has been forced to assume. The Commission feels that an organized plan and program is the only basis upon which this pressure can be offset.

The financial condition of the airlines in general with the trend toward mergers, the operating records during the past year or so, the trend toward streamlining of airline operating procedure, the innovation of mechanical processes for certain airline functions, and other similar developments indicate that airport terminal requirements may well dictate radical changes.

CONCLUSIONS AND RECOMMENDATIONS

The following conclusions and recommendations of the Special Study Commission on Friendship Airport are presented hereinafter as a result of the study by this Commission. While the over-all conclusions and recommendations may indicate matters beyond the intent of the Legislative Council in recommending this study, they are presented entirely in a constructive manner.

I. It has been concluded that the Capital Improvement Program at

Friendship will not cease for want of any State funds at this time.

The current need for Capital Improvement funds has been satisfied

and needs for the immediate future will be met by funds anticipated to be derived from a Bond Issue to be voted upon in November. It is recommended that the bond question be supported by all parties concerned.

- II. It has been concluded that Friendship International Airport is of vital interest to the entire State of Maryland. Its service and future development is of interest to the welfare of the citizens and industry of the State.

It is recommended that every state agency be directed to aid and assist, in every way possible, the Baltimore City Airport Board in its program for the development of air traffic at Friendship International Airport.

- III. It has been concluded that highway accessibility to Friendship is of major importance.

It is recommended that the State Roads Commission be advised of the immediate urgency of the completion of certain highway improvements involving access to Friendship International Airport and every effort be made to coordinate the continuing highway development with the needs of service to the Airport.

- IV. It has been concluded that a detailed program is required for the development of air carrier service to Friendship International

Airport and the area which it can best serve. This program must be designed for the safe, economic and efficient growth of the air carrier traffic. It is further concluded that this program should be based upon a detailed survey and report prepared by qualified experts in the field of aviation.

It is recommended that such a survey and report be prepared which will establish a reasonable and logical pattern for the development of air carrier service to the Friendship Area.

This report must consider the following basic elements of the problem: analysis of the air carrier market, including origin and destination studies of present traffic; the service areas; air cargo requirements and potential; the economics of air route structures and airline operations as affected by the geographical location of the airports; an analysis of the air space problem insofar as it affects the development of air traffic at Friendship; all other elements of a similar nature which will affect the safe development of air carrier service during the growth of the traffic from the present to such time as saturation is reached.

V. It is concluded that such a study is of extreme urgency at this time and must be completed at the earliest possible date.

It is further concluded that the recommended study and report is

of vital interest to the State of Maryland since it is felt to be one of the major factors in the solution to the problem of retaining a fair share of the jet air carrier traffic at Friendship and developing the basis of adequate air carrier service to the Friendship area. It is recommended that the State of Maryland assist the City of Baltimore in the preparation of this vital survey and report by providing 50% of the funds necessary to have the report completed at the earliest possible date.

- VI. It is concluded that some of the terminal building services presently provided at Friendship could be further improved. This does not include the normal functions of passenger arrivals and departures, but refers to the waiting areas, rest rooms, concession operations, and other related activities. It is recommended that the Baltimore City Airport Board continue its activities in an improvement program for these facilities.
- VII. It is concluded and recommended that the capital improvement programs at Friendship beyond those presently scheduled should proceed with caution in view of the current unsettled aspects of air carrier service.
- VIII. It is suggested that a continuing information program on the problems facing Friendship in the future be developed for the benefit of Members

of Congress from the State of Maryland, Members of the Maryland Legislature, Members of the Baltimore City Council, and other interested parties, and it is further recommended that these persons, individually or collectively, take such action as is deemed suitable or necessary to impress upon the proper Federal authorities the legal necessity that Friendship International Airport, Baltimore City, and the State of Maryland, be given fair and just treatment in deciding the total need for air carrier service.

IX. It is recommended that a Resolution of the General Assembly of Maryland, which has been passed stressing the need for support and collective action in regard to the development of proper and adequate air carrier service to Friendship International Airport Area, and requesting fair and adequate treatment by Federal authorities in reviewing the rights of Baltimore City and the State of Maryland for proper air carrier service, be widely circulated among appropriate authorities.

X. It has been concluded by the Commission that, although current Capital Improvement Programs are expected to continue without financial aid from the State, at some future date financial aid from the State may be necessary for the further development of Friendship International Airport.

It is recommended that the State of Maryland participate financially in the future development of Friendship International Airport when such participation is requested by the City of Baltimore.

It is further recommended that such participation be administered by and through the State Aviation Commission. In this regard it is pointed out the State Aviation Commission has, during the past few years, participated in airport development throughout the State of Maryland under its present policy which is basically as follows: the project qualifications are parallel to those of existing Federal Aviation Agency regulations; the State participation is up to 25% of the project cost; funds which are provided by the State must be returned to the State, without interest, from revenues derived from the operation of the airport.

- XI. It is the conclusion of the Commission that continued large-scale air traffic operations comparable to that experienced last year at Friendship could result in profitable financial return as was experienced in 1961.

It is recommended on the basis of this financial return that the Baltimore City Airport Board endeavor to provide for retention of funds in future years for use in expanding and improving operations at Friendship. The Commission recognizes that

Baltimore City law might have to be amended to accomplish this end, but not withstanding this, it feels that efforts should be made in this direction.

